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ABSTRACT

The Illinois Board of Higher Education created and charged the Committee to Study Underserved Areas with the task of examining the issues and developing recommendations concerning areas of the state in need of additional educational services. Specifically, this committee report discusses the following concerns: (1) the Board of Higher Education's authority, policies, and procedures that affect underserved areas, including the approval and review of off-campus programs; (2) the needs that exist in underserved areas of the state; (3) the most effective means of delivering programs to underserved areas; (4) institutional collaboration and coordination in the planning and delivery of programs to underserved areas; and (5) appropriate models that are tailored to different populations and regional economies. The report concludes with the Committee's recommendations in the areas of program coordination in the state's geographical regions, criteria for approval of off-campus units of instruction, the improvement of the quality and cost-effectiveness of off-campus programs, and policy directives for capitalizing upon the capabilities of telecommunications-based instructional delivery systems. Appendices provide a list of committee members, a list of the papers presented to the Committee, figures and directories pertaining to underserved areas, and the state-funded programs targeting underserved areas. (GLR)

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Item #5
November 26, 1991

STATE OF ILLINOIS
BOARD OF HIGHER EDUCATION

REPORT OF THE COMMITTEE TO STUDY UNDERSERVED AREAS: ENHANCING EDUCATIONAL OPPORTUNITIES

Introduction

The Illinois Board of Higher Education at its January 8, 1991 meeting created the Committee to Study Underserved Areas to examine issues and develop recommendations concerning areas of the state in need of additional educational services. Rey Brune, member of the Board of Higher Education, was appointed Chair of the Committee. Sixteen other individuals were selected to serve on the Committee from a variety of educational, business, and community interests. Committee members are listed in Appendix I.

The Committee to Study Underserved Areas met approximately once a month during 1991. At these meetings, members examined information and discussed issues pertaining to underserved areas. Staff presentations reviewed information about Illinois higher education institutions, programs, and coursework, and provided in-depth analysis on specific topics. Directors and program coordinators serving underserved areas also made presentations. At one meeting, at Illinois Institute of Technology's Rice campus in Wheaton, alternative approaches for the delivery and financing of higher education in underserved areas were addressed. Appendix II lists the papers presented to the Committee.

In order to ensure that the Committee received informed opinion from throughout the state, a communique was circulated inviting the submission of written testimony. Individuals representing higher education institutions, educational boards, associations, and consortia responded to this request. Information from the testimony is included in this report.

The Committee to Study Underserved Areas is primarily concerned with responding to educational priorities in a geographical context. However, in Illinois, geography translates into people, economies and cultures that have diverse needs; and consequently, different educational priorities. The demographics of Illinois' rural areas are different from its suburban areas, which are in turn different from its urban areas. In all areas, serious program needs exist. The challenge is not in identifying which areas of Illinois are underserved, and which are not. Rather, the challenge for higher education is to respond to the unique needs of different cities and regions with levels of instruction, academic disciplines, and program delivery modes that are tailored to different populations and regional economies.

The Board of Higher Education, in forming the Committee to Study Underserved Areas, charged the Committee to examine: 1) the Board of Higher Education's authority, policies, and procedures that affect underserved areas including the approval and review of off-campus programs; 2) the needs that exist in underserved areas of the state; 3) the most effective means of delivering programs to underserved areas; 4) institutional collaboration and coordination in the planning and delivery of programs to underserved areas; and 5) appropriate models for financing off-campus programs.

The above charges encompass issues that traditionally have concerned Illinois higher education such as identifying programming needs in various areas of the state, ascertaining the most effective means for delivering programs, and establishing procedures and criteria for review of off-campus

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programs. The Committee was asked to address these issues in light of recent changes in state demography, new institutional and statewide program initiatives, and ongoing technological advancements.

In some areas of the state, institutions have vigorously responded to increased demand, but program coordination with other institutions at times has been lacking, giving rise to concerns of inefficiency, program duplication, and even "turf wars". These few instances have occurred mainly in the Chicago suburbs, a region of rapid population and economic expansion. However, a major challenge for Illinois in the 1990s will be to strengthen institutional cooperation and coordination throughout the state in order to ensure that all regions are well served. Such collaboration will not only enable higher education to maximize resources but also will open new opportunities in areas such as instructional telecommunications where cooperation will aid in the expansion and enhancement of educational service.

Availability of Higher Education in Illinois

Institutions

There are 187 institutions of higher education in Illinois. These include 12 public universities, 50 community colleges, and 125 private institutions. Figures A and B of the accompanying directories in Appendix III indicate the location of these institutions. The breadth of educational opportunities available in the state is demonstrated by the variety of Illinois' public universities. These institutions range in size from large research universities to universities that primarily have an instructional mission and that offer baccalaureate and masters programs. Most state universities were established decades ago, many as teaching colleges which later evolved into more complex institutions. Three institutions are located in the City of Chicago: Northeastern Illinois University, Chicago State University, and University of Illinois at Chicago. One, Governors State University, is in the Chicago suburbs; and the remaining eight are distributed across the state. The map in Figure C in Appendix III shows those areas of the state that are within a 30 mile radius of a public university campus.

Illinois has one of the most extensive community college systems in the country. Fifty colleges with numerous branches and extensions are located in 40 community college districts and serve all areas of the state. These colleges offer wide-ranging educational programs to individuals and businesses in their districts. Instructional offerings include lower-division baccalaureate, occupational, and continuing education programs; remedial and English as a Second Language programs; and adult basic and adult secondary programs that help students prepare for the General Educational Development test (GED). Individual colleges enroll from less than 1,000 to more than 28,000 students.

There are 125 private colleges and universities located throughout the state of Illinois. These institutions encompass residential liberal arts colleges, research universities, for-profit institutions, and limited-purpose institutions that offer programs in a single field such as nursing, art, and law. Private institutions are the source of a significant number of the academic degrees that are awarded annually in the state--about 40 percent of the bachelors, 55 percent of the masters, 50 percent of the doctoral, and 75 percent of the first-professional degrees.

Twenty out-of-state institutions also offer instruction to Illinois students through off-campus coursework. Four of these out-of-state institutions (University of Iowa, University of Northern Iowa, Marycrest College, and Iowa State University) are members of the Quad-Cities Graduate Study Center, a consortium that conducts graduate programs for residents living in this bi-state area. Other out-of-state institutions offer specialized programs, (e.g., nuclear engineering technology) or broadly-based programs in disciplines such as business or education.

Programs and Coursework

According to the Board of Higher Education's program inventory, there are more than 4,700 on-campus, baccalaureate, and graduate degree programs offered by senior level institutions of higher education in Illinois. As shown in Tables 1 and 2, the Board of Higher Education has authorized 2,830 baccalaureate and 1,913 graduate programs for on-campus instruction. Private institutions sponsor 75 percent of on-campus baccalaureate programs and about 60 percent of on-campus graduate programs.

In addition to on-campus programs, off-campus instruction is offered at 710 sites throughout the state. Most off-campus programs are concentrated in a few disciplines, and about two-thirds are graduate programs. Education accounts for nearly 60 percent, and education and business programs, together, account for 70 percent of all off-campus, graduate programs. The field of education historically has dominated off-campus instruction because of the strong demand from local elementary and high school teachers, a result of the common practice of awarding salary scale adjustments based on increases in educational credits.

In 1990, Board of Higher Education staff conducted a special survey of all off-campus coursework offered by senior public and private institutions in Illinois during the previous year. Survey results indicated considerable interest and activity in off-campus programming with over 130,000 student enrollments in 9,600 off-campus courses, a total approximately equal to the combined, full-time-equivalent enrollment of Western Illinois University and Governors State University. The survey also showed that during the 1980s off-campus course enrollment grew by 68 percent. Growth was led by private institutions. As shown in Table 3, disciplines such as computer science, letters, mathematics, engineering, and life sciences had the largest proportional increases in off-campus program offerings.

The Board's survey showed that off-campus courses are concentrated in northeastern Illinois. Chicago and the twelve community college districts surrounding Chicago account for nearly 70 percent of all off-campus enrollments. Many opportunities exist for the consolidation of coursework, particularly in the Chicago metropolitan area. For example, during 1989-90, 33 institutions offered off-campus instruction at 191 different locations in the North-Northwest suburbs of Chicago. In the College of DuPage district, which is approximately 24 miles long and 23 miles wide, 20 colleges and universities offered off-campus courses in 30 different communities.

Development of Policies and Programs for Underserved Areas

The Illinois Board of Higher Education's 1984 Study Committee

Many of the policies and programs that have been put in place to meet the needs of underserved areas were developed from the recommendations adopted in 1984 by the Board of Higher Education's Committee to Study Off-Campus Programs. This Committee examined program needs throughout the state as well as alternative ways of delivering higher education programs to underserved areas. Because of Illinois' well-developed community college system, the Committee concluded that residents throughout the state had access to a wide variety of lower-division coursework. However, many regions, especially those not in close proximity to a public university, were found to need upper-division and graduate programs. To meet this need, the Committee recommended the development of off-campus programs, particularly in disciplines which were in high student demand, such as business or computer science, or which had significant implications for economic growth, such as engineering and the physical and life sciences. Since program needs differed across the state, the Committee advocated conducting local needs assessments to ascertain local priorities. In addition, the Committee encouraged cooperation among institutions in program development and the establishment of regional academic centers to facilitate the offering of off-campus programs.

Table 1

BACCALAUREATE PROGRAMS OFFERED IN ILLINOIS, BY DISCIPLINE

Discipline	Public University On-Campus Number	Public University Off-Campus Number	Private Institution On-Campus Number	Private Institution Off-Campus* Number	All Institutions On-Campus Number	On-Campus Percent	All Institutions Off-Campus* Number	Off-Campus* Percent	All Institutions Combined Number	Combined Percent
Agriculture	20	0	6	2	26	1 %	2	1 %	28	1 %
Business	63	4	358	70	421	15	74	31	495	16
Communications	20	0	53	1	73	3	1	0	74	2
Computer Sci. & Math.	30	0	112	8	142	5	8	3	150	5
Education	103	10	194	9	297	10	19	8	316	10
Engineering & Technology	55	1	78	6	133	5	7	3	140	5
Foreign Languages	35	0	98	0	133	5	0	0	133	4
Health	45	10	158	39	203	7	49	21	252	8
Home Economics	19	0	35	1	54	2	1	0	55	2
Letters	28	0	80	1	108	4	1	0	109	4
Life Sciences	28	0	57	0	85	3	0	0	85	3
Phil./Religion/Theology	13	0	131	2	144	5	2	1	146	5
Physical Science	34	0	80	0	114	4	0	0	114	4
Psychology	12	0	51	8	63	2	8	3	71	2
Social Science	65	0	195	8	260	9	8	3	268	9
Visual & Performing Arts	57	0	174	0	231	8	0	0	231	8
All Other	81	25	262	30	343	12	55	23	398	13
Total	708	50	2,122	185	2,830	100 %	235	100 %	3,065	100 %

* Includes 14 off-campus programs offered by out-of-state institutions

Table 2

GRADUATE PROGRAMS OFFERED IN ILLINOIS, BY DISCIPLINE

Discipline	Public University On-Campus Number	Public University Off-Campus Number	Private Institution On-Campus Number	Private Institution Off-Campus* Number	All Institutions On-Campus Number	On-Campus Percent	All Institutions Off-Campus* Number	Off-Campus* Percent	All Institutions Combined Number	Combined Percent
Agriculture	15	7	0	0	15	1 %	7	1 %	22	1 %
Business	38	9	83	50	121	6	59	12	180	8
Communications	15	1	12	1	27	1	2	0	29	1
Computer Sci. & Math.	32	2	38	9	70	4	11	2	81	3
Education	181	239	182	35	363	19	274	58	637	27
Engineering & Technology	60	26	45	12	105	5	38	8	143	6
Foreign Languages	21	0	32	0	53	3	0	0	53	2
Health	126	6	186	21	312	16	27	6	339	14
Home Economics	18	1	1	0	19	1	1	0	20	1
Letters	36	2	31	1	67	4	3	1	70	3
Life Sciences	58	1	103	0	161	8	1	0	162	7
Phil./Religion/Theology	8	0	103	16	111	6	16	3	127	5
Physical Science	42	0	34	0	76	4	0	0	76	3
Psychology	18	2	68	1	86	4	3	1	89	4
Social Science	72	2	52	2	124	6	4	1	128	5
Visual & Performing Arts	41	0	54	0	95	5	0	0	95	4
All Other	31	12	77	17	108	6	29	6	137	6
Total	812	310	1,101	165	1,913	100 %	475	100 %	2,388	100 %

* Includes 37 off-campus programs offered by out-of-state institutions

Table 3

CHANGES IN OFF-CAMPUS ACTIVITY
AMONG ACADEMIC DISCIPLINES: 1982 AND 1990

Discipline	Number of Full-Time Equivalent Students 1982	1990	Percentage Change 1982 to 1990
Education	2,934	4,256	45.1%
Business and Management	2,087	2,479	18.8%
Health Sciences	550	562	2.2%
Interdisciplinary Studies	320	492	53.8%
Psychology	312	617	97.8%
Public Affairs and Service	272	231	-15.1%
Social Sciences	257	625	143.2%
Engineering Technology	119	98	-17.6%
Letters	92	502	445.7%
Computer Science	91	486	434.1%
Mathematics	80	434	442.5%
Visual and Performing Arts	66	178	169.7%
Allied Health	54	92	70.4%
Engineering	51	213	317.6%
Communications	43	57	32.6%
Home Economics	36	51	41.7%
Agriculture	35	81	131.4%
Life Sciences	26	90	246.2%
All Other*	368	1,508	309.8%
TOTAL	7,793	13,052	67.5%

*Two-thirds of the 1990 FTEs in this category are accounted for by seven disciplines: Protective Services, Business and Office Occupations, Philosophy and Religion, Liberal/General Studies, Mechanics and Repairers, Precision Production, and Physical Sciences.

The 1984 Committee to Study Off-Campus Programs also developed policies and recommendations for the review and approval of off-campus degree programs. This entailed establishing definitions and procedures for institutions to follow in requesting off-campus program authority. The Committee recommended that institutions proposing a new off-campus degree program should file a notice of intent to offer this program with the Illinois Board of Higher Education. Through this procedure, institutions offering programs in the areas were advised of the development of the new program, and meetings could be arranged among affected institutions to discuss program coordination. Based on recommendations of the Committee, the Board adopted policies and procedures for establishing off-campus programs. Included in those policies was the requirement that institutions seek approval for any program that offered more than 50 percent of the coursework needed to complete a degree at an off-campus site.

Statewide Initiatives During the 1980s

The Board of Higher Education has supported a variety of mechanisms, such as centers, consortia, and special purpose programs, to stimulate and expand instructional offerings in underserved areas. Regional centers have assisted the delivery of instructional programming in Illinois since the establishment of the Quad-Cities Graduate Study Center in 1969. Regional centers are also now in operation in Rockford, Decatur, and the Chicago suburbs. To identify needs and coordinate institutional initiatives, the Board of Higher Education also has helped fund regional consortia such as the West Suburban Regional Academic Consortium and the Regional Coalition for the Delivery of Advanced Education that are located in the Chicago suburbs. Appendix IV provides a description of state-funded programs meeting the needs of underserved areas.

Programs offering educational programs to underserved areas were initiated throughout the state of Illinois during the 1980s. Major regional developments included:

- In the Quad-Cities, Western Illinois University established the Rock Island Regional Undergraduate Center to extend baccalaureate degree completion opportunities. The Center has authority to offer undergraduate programs in accounting, management, applied mathematics and computer science, and elementary education.

- In Rockford, Northern Illinois University, the University of Illinois, and Rock Valley College formed a consortium, funded by the Higher Education Cooperation Act (HECA), to deliver engineering and technology programs. In September 1990, the Board of Higher Education gave approval to Northern Illinois University to establish a center in Rockford to expand baccalaureate-completion and graduate programs.

- In Peoria, the Board of Higher Education approved a request by Bradley University and Illinois Central College to support a pilot project to provide baccalaureate-completion opportunities for part-time, placebound students in the Peoria area. Funding also was awarded to the Central Illinois Educational Consortium for Economic Development (involving Bradley University, Illinois State University, and Illinois Central College) working with Sangamon State University and Western Illinois University to conduct a needs assessment in the area.

- In the Chicago suburbs, the Board of Higher Education provided HECA funds to coordinate upper-division baccalaureate and graduate programs offered by public and private universities at the multi-university center at the College of DuPage. HECA funds also were awarded to conduct needs assessments in the western and north/northwestern suburbs. The Board has recommended the establishment of a Center for Advanced Education and Research to provide graduate programs, research, and public service in engineering and the physical and life sciences, and the

establishment of the Northern Illinois University Hoffman Estates Center to consolidate off-campus coursework in the west and northwestern suburbs.

Other state-funded programs have been initiated to assist regional efforts to extend telecommunications networks and meet local economic development needs. The Board of Higher Education has funded regional telecommunications projects sponsored by the West Central Illinois Educational Telecommunications Corporation (CONVOCOM) and by local community colleges such as Waubonsee Community College that are actively utilizing this technology for instructional programs. Board programs complement a growing number of ongoing activities by public and private institutions as well as national and other state initiatives to improve telecommunications capacity. For example, the State Department of Central Management Services is implementing a plan to establish a statewide fiber optic network to transmit data and telecommunications programs. The Board also has funded the development of off-campus engineering programs in Rockford and the Quad-Cities and the establishment of higher education consortia that provide services to local businesses and manufacturing firms in southern and central Illinois and the Chicago metropolitan area.

Regional and Demographic Trends and Educational Needs

Three dominant geographical features have shaped the economic, social, and cultural development of Illinois: the Great Lakes, Great Plains, and the Mississippi River. These geographical influences help to explain the diversity of the state and its industrial and agricultural character. Indirectly, they also have shaped the development of higher education in Illinois, that is, the geographical settings of its college and universities and the variety of institutional missions, programs, and enrollment. Despite extensive educational opportunities across the state, however, not all areas have direct access to higher education programs. Underserved areas are found in rural, urban, and suburban regions.

Rural Areas

Rural areas benefited tremendously from the formation of the community college system in Illinois in the 1960s. There is no area within the state that does not now offer the first two years of college coursework as well as a wide assortment of vocational courses. Traditional students living in underserved rural areas also have gained from the expansion of federal and state financial aid programs that enable them to attend colleges outside their local area. Despite these improvements, some rural areas remain disadvantaged because they do not have access to on-campus upper-division and graduate programs. Such areas can be contrasted to needy urban and suburban settings that are "underserved", that is, where educational institutions and programs are available in the area, but the number of programs and courses is low in comparison to the size of the population or where need exists for special types of programs. Some residents of rural areas have access to private institutions, usually liberal arts colleges, but many students can not afford the tuition costs at these institutions.

Of 40 community college districts in the state, there are six districts that are located outside a metropolitan area and have no senior institution in the district. These are the Southeastern Illinois College, Rend Lake College, Illinois Valley Community College, Illinois Eastern Community College, Highland Community College and Shawnee Community College districts. Many of these districts serve populations of less than 100,000 people. Also, there are five community college districts outside a metropolitan area that have a private institution(s) but do not have a public university within district boundaries. These include the John Wood Community College, Carl Sandburg College, Kaskaskia College, Danville Area Community College, and Sauk Valley Community College districts.

Many rural areas need off-campus instruction. While such areas receive some off-campus coursework, particularly in the field of education, there is not a sufficient number of students to support off-campus programs in many disciplines. These districts can be served through instructional telecommunications that enable programs to be offered simultaneously at a number of rural sites. Also, many rural areas have a strong interest in programs that provide technical advice and training related to local economic and community development.

Urban Areas

About 80 percent of Illinois' population resides in cities. The state contains ten metropolitan areas, as defined by the federal government, which receive varying degrees of educational service. As shown in the directory in Appendix III, the city of Chicago has a large and diverse group of colleges and universities. Four other metropolitan areas also have public universities: Urbana/Champaign (University of Illinois), Bloomington/Normal (Illinois State University), Springfield (Sangamon State University), and the area opposite St. Louis on the eastern side of the Mississippi River (Southern Illinois University at Edwardsville). Five metropolitan areas do not have a public university (Rockford, Quad-Cities, Peoria, Decatur and Kankakee), although each has one or more private colleges and universities.

Together, the urban areas that lack access to public universities contain 1.2 million people and constitute a strong aggregate demand for higher education services. According to the 1990 census, the populations of these metropolitan areas are: Quad-Cities--350,861, Peoria--339,172, Rockford--283,719, Decatur--117,206, and Kankakee--96,255. In these regions, program needs are for upper-division and graduate level coursework, particularly in the fields of business, computer science, and engineering. Demand arises not only from individuals who seek coursework and training to further professional advancement, but also from businesses that desire access to educational programs to increase worker performance and corporate productivity. Local leaders also are interested in enhancing higher education opportunities as part of a wider program of community revitalization.

Need also exists in many urban areas as well as rural and suburban regions among students who have finished the first two years of baccalaureate study at a community college but have yet to complete the third and fourth years of a baccalaureate program. The needs of such individuals can be met through a variety of programmatic responses. Effective articulation of programs between community colleges and senior institutions is a prerequisite for ensuring that students are able to proceed effectively with their education after leaving a community college. Also, degree completion programs need to be made available in locations and disciplines where sufficient demand exists.

While about half of the metropolitan areas in the state do not have a public university, they do have other educational resources that can be utilized to help meet educational needs. For instance, the campuses of community colleges, high schools, and private colleges offer instructional settings and contain resources such as library materials and computers that can support programs delivered by outside institutions. Residents of these metropolitan areas are interested in receiving many programs that are not offered locally. Often such programs are unavailable because senior institutions outside the area find it difficult to reallocate faculty and support resources for this purpose. Through telecommunications, however, a few institutions are beginning to transmit programs via two-way audio and video communication to teach students simultaneously at both on-campus and off-campus sites. Also, some residents would like to enroll in coursework offered at local private colleges and universities but are unable to attend these institutions because of higher tuition charges.

Suburban Areas

One of the most fundamental and far-reaching changes in Illinois in recent years has been the growth of the Chicago suburbs. Unlike the rest of the state and other states in the upper midwest, the Chicago suburbs have experienced a rapid growth in population. Indeed, population increases in the "collar counties" of DuPage, Kane, Lake, McHenry, and Will, an area of 2.2 million people, grew by 300,000 people from 1980 and 1990, even though the entire state population increased by only 4,000 people during this time. Vigorous economic activity has accompanied the influx into the suburbs, and new business starts and expansion have occurred in areas of high economic potential such as research and technology.

As shown in Figure B in Appendix III, there are many institutions of higher education in the Chicago suburbs. These include community colleges, private liberal arts colleges, limited-purpose private colleges, and proprietary institutions. There are, however, no large research universities and no public universities in the populated western or northern suburbs. The absence of such institutions is particularly important given the nature of the region's economy. Surveys have shown that many residents in the area have baccalaureate degrees, often in technical fields, and seek graduate and continuing education programs for professional development. Businesses seek many of these same programs, both as a mechanism for training and to assist in employee recruitment. Finally, there is a need for advanced doctoral and research programs to bring together the major universities of the state with research firms such as the Amoco Research Center and AT&T Laboratories and the Fermi and Argonne national research laboratories to capitalize upon the area's research infrastructure and economic potential.

In many respects, the needs of the Chicago suburbs are similar to those cities in Illinois that lack access to a public university. Both require upper-division and graduate programming, particularly in areas such as science and technology, and demand for programming arises not only from local residents but also from business and community leaders who are concerned about maximizing the region's economic growth. Other similarities are that local educational institutions constitute a significant resource for support of off-campus programs; the clustering of courses and programs could improve the efficiency and quality of off-campus coursework; and instructional telecommunication holds considerable promise in helping to meet program needs.

The Chicago suburbs, however, are very different from other areas of the state in their level of off-campus instructional activity. Nearly 70 percent of all off-campus enrollment in the state is in northeastern Illinois. In response to this demand, some private institutions such as Roosevelt University, DePaul University, and Illinois Institute of Technology have established suburban centers, and Northern Illinois University will open a center at Hoffman Estates. Nevertheless, significant unmet educational needs remain despite vigorous institutional efforts. To meet these needs, enhanced coordination of program development and delivery will be required from all institutions serving the area in cooperation with local business and community leaders. Without such coordination, the area will continue to be a source of periodic institutional conflict which will frustrate local residents and undermine efforts to best utilize higher education's resources.

Nontraditional Students

In recent years, "nontraditional students" have generated much of the increased demand for higher education programs. Traditional students are individuals between the ages of 18 and 25 who are enrolled full-time. Nontraditional students, in contrast, are usually older and have family or job responsibilities that limit their opportunities to pursue educational programs. They often are referred to as "placebound", and studies have indicated that most nontraditional students will not enroll in a course if it is more than 30 miles or 30 minutes from their residence or work site.

A variety of demographic, economic, and social factors have influenced the growth in the nontraditional student population such as the aging of the baby boom generation, the introduction of sophisticated technology into the workplace, and the growing numbers of women and unemployed blue collar workers that are seeking alternative careers. Underserved areas are likely to experience increases in educational demand from nontraditional students in the future, and strategies to serve these regions will have to accommodate the schedule and needs of nontraditional students. For example, these students seek coursework during evening and weekend hours and require special academic and student support services addressed to their educational backgrounds and relevant to their family and job obligations.

Testimony Submitted to the Committee

Testimony submitted to the Committee to Study Underserved Areas has addressed issues of program needs, program delivery, institutional collaboration and coordination, and financing models. Many respondents are concerned about placebound, part-time students, who have taken the first two years of education at a community college but lack access to upper-division programs in order to complete their baccalaureate degrees. Correspondence has also cited the need for additional graduate coursework for placebound students.

Much of the testimony received by the Committee focused on enhancing program delivery to underserved areas. Two recurrent themes involve establishing centers to assist in the delivery of upper-division and graduate programs and extending and improving educational telecommunications services. All community college respondents testified that local residents are demanding greater access to baccalaureate degree completion programs. Respondents also advocate establishing off-campus centers that effectively use community college resources to serve the placebound population. Some community colleges already have made arrangements with four-year colleges and universities to deliver upper-division coursework at their campuses. McHenry County College reports that it is considering building a facility for this purpose.

Another common element in the testimony concerns upgrading instructional telecommunications as a means to improve educational opportunities in underserved areas. Enhancing telecommunications services is particularly appropriate at this time, it is argued, given the rising demand for off-campus coursework and diminishing state resources. For example, the University of Illinois has urged consideration of the development of a statewide telecommunications delivery system and a plan for the delivery of educational programs over an interactive, two-way network. This network would be developed in cooperation with other state agencies and would link community colleges and public universities as well as business and industry. Representatives of regional organizations serving the needs of underserved areas, such as the Quad-Cities Graduate Study Center and CONVOCOM, also have voiced their support for expanding telecommunications services.

Various methods are proposed in the testimony to improve educational services throughout the state. One proposal put forward by the Federation of Independent Illinois Colleges and Universities and Roosevelt University would provide instructional programs for underserved areas through a statewide bidding process. Under this approach, the Board of Higher Education would first identify areas of the state that are underserved and in need of additional educational programs. Then, as described by the Federation, the Board would "issue a request for proposals, inviting state-owned and independent institutions to bid on contracts to provide the required courses. The Board of Higher Education will specify in the RFP the minimum academic standards required. Those bidding will delineate how they will meet these standards and will list what costs will be passed on to the state and to students for providing the courses. The Board of Higher Education will then accept the bid that provides the most appropriate mix of quality, cost effectiveness for the state and affordability for students."

Throughout the testimony, there is a general appreciation and awareness of the need to minimize "turf battles" and to search for areas where institutional cooperation can expand instructional offerings in underserved areas. The correspondence reflects, however, markedly different perspectives on how to coordinate program development and delivery and on the role and responsibilities that the Board of Higher Education should assume in this process.

One viewpoint stated by some public university representatives is that inadequate funding for off-campus programs and for higher education in general has prevented institutions from fully responding to off-campus course demands. Given this environment, it is stated that responding to off-campus needs should have greater priority than the reduction of program duplication. The state should look for avenues whereby regulations can be streamlined and program development and delivery encouraged. This includes ensuring a "level playing field" between private and public institutions so that neither sector is discouraged from responding to off-campus needs.

A different perspective is expressed by some private institution representatives who advocate more active state involvement in both the identification of unmet educational needs and supporting program proposals, as explained above. In other testimony, off-campus institutional collaboration arises in the context of program development such as establishing off-campus centers and expanding telecommunications services. For example, some community colleges representatives advocate forming partnerships between two-year and four-year institutions as a way of enhancing coordination and expanding baccalaureate and graduate offerings.

Testimony submitted to the Committee contains a number of proposals for financing programs for underserved areas. One method would direct state resources to educational institutions through contractual agreements. Another approach would provide increased funding for the development of new off-campus programs (including jointly developed programs) and/or off-campus centers. Respondents have also encouraged the Committee to examine the potential cost savings that might be realized through instructional telecommunications. Expanding telecommunications services would require an initial capital investment. Once in place, however, it is expected that institutions could deliver coursework and/or expand services at reduced cost.

Recommendations

In 1964, the Illinois Board of Higher Education published its first Master Plan for higher education. A major goal of this Master Plan was the establishment of a network of locally initiated, locally controlled community colleges. This new system was designed, as were land grant colleges a century earlier, to open the door to higher education to a broad new group of Illinois residents--those who for a variety of financial, geographic, and social reasons, were not being served by the existing system of higher education.

All areas of Illinois are now included in a community college district, where Illinois citizens can complete two-year associate degrees or degrees and certificates in technical or vocational areas that prepare or retrain them for the workforce. The community college system now serves about the same number of Illinois residents each year as the state's other higher education systems combined.

The community college system helped to foster the growth of what today we call the "nontraditional student"--older, frequently employed, part-time students, who are seeking to improve the quality of their lives and their marketability in the work place. Other economic and sociological factors, including the creation of new opportunities for females and minorities, have contributed to growth in the number of "nontraditional students". This trend challenges higher education to respond in nontraditional ways to meet the needs of this large body of students. Since many of these people are placebound, it requires bringing education to them in their home communities rather than in the traditional on-campus setting.

The Committee to Study Underserved Areas believes it is vital for the state to provide quality educational opportunities for all citizens and to do so in a cost-effective manner. Achieving this goal will require the joint and coordinated efforts of both public and private institutions. It will require timely responses by colleges and universities to the highest priority needs in different areas of the state, while at the same time eliminating unnecessary duplication of efforts by colleges and universities which result in inefficient use of scarce educational resources. Achieving the Committee's goal will also require higher education to use its resources in new and innovative ways by adopting delivery methods and financing models that promote quality and cost-effectiveness; and by capitalizing upon telecommunications technologies to better serve businesses, schools, and placebound populations.

Illinois' rural areas differ from its suburban areas, which in turn differ from its urban areas. Throughout these geographical regions, there are people, economies and cultures with diverse needs; and consequently, different educational priorities. In all areas, serious needs exist for higher education programming. The challenge that higher education faces is to respond to the unique needs of different cities and regions with levels of instruction, academic disciplines, and program delivery modes that are tailored to different populations and regional economies.

Despite regional differences, there are many similarities in expectations of Illinois citizens with regard to higher education programs. There is a uniform expectation for high quality in the delivery of educational programs. Illinois citizens and businesses also expect their tax dollars to be used efficiently. Also, there is an expectation that student interests supersede institutional interests, and that decisions such as locating and scheduling offerings and determining student charges have a goal of maximizing student services and access.

Policy Objectives

The Committee to Study Underserved Areas recommends the establishment of the following policy objectives for colleges and universities in Illinois:

- **provide access to educational opportunities for citizens throughout the state;**
- **expand baccalaureate degree completion opportunities for placebound students;**
- **meet the needs of individuals and employers for training and retraining;**
- **provide programs in a cost-effective manner;**
- **strengthen the quality of programs;**
- **achieve better coordination among public and private colleges and universities in the delivery of programs in various geographical regions of the state; and**
- **develop instructional delivery systems, including telecommunications-based systems and financing structures, that are appropriate to the programmatic needs of different areas of the state.**

Coordination of Programs

Colleges and universities, both public and private, must achieve better coordination of programs across all areas of the state. This is important for several reasons. First, colleges and universities can better manage their resources and focus on appropriate priorities when they have better insights relative to programmatic needs in different areas of the state, information about the

plans of other institutions to respond to those needs, and opportunities to coordinate programmatic offerings in ways that are mutually supportive. Second, colleges and universities can share resources, including facilities, laboratories and equipment, library materials, telecommunications systems, and academic support staff. Third, colleges and universities can improve the quality and cost-effectiveness of their services through joint activities such as cooperatively developed academic programs which capitalize upon the strengths of several institutions and common catalogues of offerings that serve different geographical areas. Finally, visible cooperative efforts build public confidence that educational resources are being effectively utilized; visible "turf-wars" yield an adverse public reaction.

Past efforts to achieve effective coordination have not been entirely successful. While there are examples of effective consortia, in many cases consortia have not had adequate resources to support effective operations or share resources in a meaningful way. Regional efforts have often been unstructured and frequently have not benefited from the participation of key institutions serving the region. Senior institutions have not had strong incentives to cooperate; in fact, the revenues generated through off-campus operations often provide strong motivations for colleges and universities to work independently, to resist competition from other institutions, and become increasingly focused on institutional self interests to the exclusion of student interests.

While it would be unrealistic to think that all of the conditions that undermine cooperative efforts can be immediately or uniformly overcome, it is clear that more effective approaches must be found. Regional consortia continue to hold promise, because they can be adaptable to the unique needs of different areas of the state. However, regional consortia must have more structure, more resources, better defined missions, and greater support from the Board of Higher Education if they are to be successful in supporting cooperative efforts. In some areas of the state it will be possible to build upon existing consortia or regional centers. In other areas it will be necessary to establish new consortia. In all cases community colleges, as well as senior institutions, should have flexibility to join consortia as they deem appropriate.

Community college districts can provide the basic building blocks of regional consortia. A structure built upon community colleges has several advantages. It is a structure that is built upon a history and interest in serving local and regional needs. It is a structure that can draw upon local and regional resources including facilities, equipment and eventually telecommunications-based instructional delivery systems. It is a structure that can encourage the active involvement of businesses and citizens that need to be served. Further, participation in regional consortia will foster coordination and encourage institutions to better define their roles and contributions in different areas of the state.

While community colleges can make strong contributions to the effectiveness of regional consortia, it is obvious that their success will depend upon the active participation and leadership of senior institutions that serve the region. Participation in consortia should be voluntary, and senior institutions would not be expected to be members of consortia in regions where they play a minor role. Nevertheless, it is critically important that senior institutions play an active and supportive role in consortia in those regions of the state where they make substantial contributions.

In summary, the Committee proposes the establishment of regional consortia to provide a forum through which colleges and universities, both public and private, will coordinate their efforts, and in cooperation with each other, will seek to meet educational needs in the highest quality, most cost-effective manner. While participation in regional consortia should be voluntary, there should be strong programmatic and financial incentives for institutions to cooperatively establish and join regional consortia.

In order to achieve better coordination of programs in the various geographical regions of the state, the Committee to Study Underserved Areas recommends that:

1. **Regional consortia be established to assure that the highest priority educational needs are well served by:**

   - **Carrying out needs assessments that are responsive to the Board of Higher Education's criteria for program approval, identifying the highest priority programs, and coordinating the development of plans to serve effectively educational needs in different geographical areas of the state.**

   - **Facilitating resource sharing and making effective use of facilities, laboratories, library materials, and academic support staff that are available within the region.**

   - **Effectively utilizing telecommunications-based instructional delivery systems and assuring that these systems are effectively linked at the local, regional, and statewide levels.**

2. **Community colleges should take the initiative to establish consortia in the following geographical areas:**

   - **Chicago**
   - **North-Northwest Suburban**
   - **West Suburban**
   - **South Suburban**
   - **Northwest Illinois**
   - **West Central Illinois**
   - **Central Illinois**
   - **East Central Illinois**
   - **Southwest Illinois**
   - **Southern Illinois**

   The Board of Higher Education staff will work with the community college system to determine the best alignment of community college districts across these geographical areas.

3. **Senior institutions, both public and private, should join consortia in those regions in which they are offering (or plan to offer) significant on-campus or off-campus programming. At the same time, senior institutions should not be obligated to participate actively in consortia in regions where they provide minimal offerings.**

4. **Member institutions should establish and adapt organizational and financing structures which best support the functions and objectives of individual consortia. Governance structures should reflect the shared interests of community colleges and both public and private colleges and universities. The advisory structure of regional consortia should include representation from local businesses and agencies which would be served by the consortia's programs.**

5. **Regional consortia will be financed as follows:**

   - **Each participating institution shall contribute annually an amount determined by the consortium as necessary to support its operations.**

- **Each community college campus may annually apply for a grant, from economic development funds appropriated to the Illinois Community College Board, to support the community college's contribution to the consortium.**

- **Community colleges may join additional consortia but Illinois Community College Board grants will not be available to finance additional memberships.**

- **Consortia may apply for planning grants from the Board of Higher Education to support the establishment and initial development of these organizations.**

- **Consortia may apply for matching grants for operations and initiatives from Higher Education Cooperation Act (HECA) funds appropriated to the Board of Higher Education. Applications must provide for a minimum 50 percent regional match, must be for the purposes outlined in 6. below, and will be evaluated by the Illinois Board of Higher Education on a competitive basis.**

6. **Regional consortia may apply for HECA matching grants to support the following:**

   - **Consortia administration and organizational expenses;**

   - **Consortia planning, needs assessment, and monitoring activities;**

   - **Acquisition of resources (i.e., facilities, laboratories and equipment, library materials and access to statewide library resource sharing systems, and academic support personnel) that can be shared by participating institutions;**

   - **The establishment of telecommunications-based instructional delivery systems and linkages to regional and statewide systems; and**

   - **Delivery of services to business and industry, including workforce retraining, business development and consultation, and upgrading manufacturing systems.**

Approval of Off-Campus Units of Instruction

The Board of Higher Education's criteria for approval of off-campus units of instruction should assure that offerings are of high quality, make effective use of resources, and address high priority needs. The program approval process should encourage timely responses to needs and cooperative efforts among institutions.

The definition of a unit of instruction currently specified in Board policies and rules (namely, that approval is required when an institution offers at an off-campus site 50 percent or more of the credit hours required to earn a degree) has caused some confusion and has not been uniformly effective in encouraging institutions to focus or consolidate their off-campus offerings. Further, the Board's policies have led to instances where timely approval has not been received by institutions prior to informing students of degree completion opportunities. A more stringent definition of what constitutes a new unit of instruction is needed to address these problems and to enable the Board of Higher Education to play a more effective role in avoiding unnecessary duplication of programs.

The criteria currently utilized by the Board in reviewing and approving off-campus programs are very similar to those utilized in the case of on-campus programs. Relatively minor changes are needed, primarily to reflect the special challenges institutions encounter in their efforts to ensure program quality at off-campus sites.

The Board of Higher Education's process and procedures for seeking approval of off-campus programs have proved to be cumbersome. That is, the sequential steps of filing a Notice-of-Intent, providing interested institutions a synopsis of the proposed program, scheduling conferences with institutions and providing opportunities for filing objections, while designed to encourage communication and coordination, have not been effectively utilized by colleges and universities. Rather, they have resulted in unnecessary delays and have discouraged institutional attempts to respond to off-campus needs in a timely manner. While these cumbersome procedures need to be discontinued, there continues to be merit in encouraging institutions to inform each other of programmatic plans. The process for announcing new institutional intent to offer new off-campus programs should be extended to all institutions (public, private, and out-of-state).

The Committee to Study Underserved Areas recommends the following policies and procedures for the approval of off-campus units of instruction:

1. **Both public and private institutions are required to obtain authorization from the Board of Higher Education:**

   (a) Prior to offering more than 12 semester credit hours per year at a new off-campus site.

   (b) Prior to advertising or advising students of new degree completion opportunities at an off-campus site, whether or not the institution previously offered degree programs at that site.

   (c) Prior to the operation of a new off-campus center, institute, or branch campus.

   An off-campus site is any location within the boundaries of a community college district other than the community college district in which a college or university's main campus is located or, in Chicago, any location within a five-mile radius of a City College of Chicago campus.

2. **Board of Higher Education approval must be received at least one year in advance of awarding a degree. Any student who completes his or her degree requirements prior to Board of Higher Education approval will be awarded the degree and will be reimbursed by the college and university for all tuition and fees collected.**

3. **Prior to enrolling students in off-campus courses, institutions should inform students as to whether degree completion opportunities are available at the off-campus site, and whether individual off-campus courses are applicable to degree completion requirements.**

4. **Colleges and universities may be given temporary approval to offer off-campus units of instruction (see 1 above) under the following conditions:**

   - **The off-campus unit of instruction is offered under contract to a single business, service organization, or government agency and enrollment is restricted to employees of the contracting business, organization, or agency;**

   - **In the case of public institutions, the contractual arrangement is such that the off-campus unit of instruction is self-supporting; that is, no state resources are required to support the program;**

   - **The off-campus unit of instruction is offered to a single group of entering students for a single cycle not to exceed three years; and**

   - **The off-campus unit of instruction is offered on the main campus and the academic standards of the main campus are maintained at the new off-campus site.**

The institution will notify the Board of Higher Education staff of these contractual arrangements including a description of the services to be provided and the time frame during which the services will be offered. Should the institution wish to continue the unit of instruction at the off-campus site beyond the initial cycle, the institution must seek formal Board of Higher Education approval.

5. Before submitting an application for approval of a new off-campus unit of instruction, colleges and universities should inform the Board of Higher Education of their intent to seek approval and the Board will publish this Notice of Intent in the agenda for its next meeting.

6. The Board of Higher Education staff will seek the recommendations of consortia relative to the approval of new off-campus units of instruction, and will expedite the program approval process based on these recommendations.

7. The following criteria will be used by the Board of Higher Education in approving new units of instruction for public universities and private colleges and universities:

   (a) It is expected that the academic standards for off-campus units of instruction will be equivalent to or exceed those maintained on campus. In order for any institution to gain Board of Higher Education approval to offer a unit of instruction at a new site, the following specific criteria will be met:

   Mission and Objectives

   - The objectives of the unit of instruction are consistent with the mission of the college or university.

   - The objectives of the unit of instruction are consistent with what the degree program title implies.

   Academic Control

   - The design, conduct, and evaluation of the unit of instruction is under the direct and continuous control of the sponsoring institution's established processes for academic planning and quality maintenance, and clear provision is made for assuring a high level of academic performance of faculty and students.

   - The admission and graduation requirements for degree programs are consistent with their stated objectives.

   Curriculum

   - The caliber and content of the curriculum assure that the objectives of the unit of instruction will be achieved.

   - The breadth and depth of the curriculum are consistent with what degree program titles imply.

   - Course content, coverage, and academic standards for off-campus courses are consistent with those for on-campus courses.

Faculty and Staff

- The preparation and experience of faculty and staff ensure that students receive education consistent with the objectives of the unit of instruction.

- The preparation and experience of faculty and staff, as evidenced by degrees held, professional experience in the field of study and demonstrated knowledge of the field, ensure that they are able to fulfill their academic responsibilities.

- The involvement of faculty in the unit of instruction is sufficient to cover the various fields of knowledge encompassed by the curriculum, to sustain scholarship appropriate to the unit of instruction, and to assure curricular continuity and consistency in student evaluation.

- Off-campus instructors should be evaluated in a manner consistent with that of regular on-campus faculty.

- Support personnel, including counselors, administrators, clinical supervisors, and technical staff, have the background and experience necessary to carry out their assigned responsibilities at the level expected in comparable positions in higher education.

Support Services

- Facilities, equipment and instructional resources (e.g., laboratory supplies and equipment, instructional materials, computational equipment) necessary to provide high quality instruction are available and maintained.

- Library holdings and acquisitions necessary to support high quality instruction and scholarship are available, accessible, and maintained.

- Provision is made for guidance and counseling of students, evaluations of student performance, continuous monitoring of progress of students toward their educational objectives and appropriate academic record keeping.

Financing

- The financial commitments to support the unit of instruction are sufficient to ensure that the stated objectives can be attained, and that the faculty, staff and support services necessary to offer the unit of instruction can be acquired and maintained.

- Projections of revenues necessary to support the unit of instruction are based upon supportable estimates of general revenue, student tuition and fees, private gifts, and/or governmental grants and contracts.

- Financial affairs are conducted in a manner consistent with ethical business practice, including the maintenance of appropriate financial statements.

Program Information

- The information which the institution provides for students and the public accurately describes the unit of instruction offered, program objectives, length of program, residency requirements, if any, schedule of tuition, fees, and all other

charges and expenses necessary for completion of the course of study, cancellation and refund policies, and such other material facts concerning the institution and the unit of instruction as are likely to affect the decision of the student to enroll. Such information shall be available to prospective students prior to enrollment.

Accreditation and Licensure

- **Institutional operating authority, and in the case of off-campus programs, degree-granting authority has been obtained from applicable governmental bodies and governing boards.**
- **Appropriate steps have been taken to assure that regional accreditation of the institution is maintained or will be granted in a reasonable period of time.**
- **Appropriate steps have been taken to assure that professional accreditation needed for licensure or entry into a profession as specified in the objectives of the program are maintained or will be granted in a reasonable period of time.**

(b) In order for an institution to gain Board of Higher Education approval for a unit of instruction at a new site, the following criteria, where statutorily applicable, must be met in addition to those cited in A above:

- **The unit of instruction is educationally and economically justified based on the educational priorities and needs of the citizens of Illinois.**
- **The unit of instruction meets a need that is not currently met by the configuration of existing institutions and programs at the unit of instruction site.**
- **The unit of instruction is justified by the proposing institution as appropriate to its academic mission.**

Cost-Effectiveness and Quality of Off-Campus Programs

The best way to ensure high quality and cost-effective programs is through the new program approval process. That is, institutions and the Board of Higher Education should only initiate high priority new programs at off-campus sites that are consistent with institutional missions, staffed by well-qualified faculty, and have access to appropriate facilities and academic support resources. At the same time, colleges and universities and the Board of Higher Education must carry out a more rigorous review of existing off-campus programs and discontinue those that are of marginal quality or not serving high priority needs.

Regional consortia can aid in ensuring the quality and cost-effectiveness of off-campus programs by identifying high priority educational needs and facilitating resource sharing and coordination across institutions serving the region. In addition, regional consortia should encourage cost-effective use of telecommunications technologies and instructional delivery models that best address educational needs.

Colleges and universities need to consolidate their resources and instructional offerings at off-campus sites. Consolidation of offerings can result in better use of academic support resources, and such opportunities should be explored by colleges and universities and regional consortia.

In order to improve the quality and cost-effectiveness of off-campus programs, the Committee to Study Underserved Areas recommends that:

1. **The Board of Higher Education and regional consortia should encourage the development of programs and price structures that are financially accessible to students, including state subsidies for high priority programs that can be offered on a cost-effective basis by private colleges and universities; encourage employer-supported programs; and maximize the acceptance of community college coursework to support off-campus programs.**

2. **Regional consortia should play a leadership role in assuring the cost-effectiveness and quality of off-campus programming in their regions by:**

   - **Recommending innovative and cost-effective delivery models to the Board of Higher Education in the context of center and program approval and the award of HECA grants.**

   - **Establishing and administering, when appropriate, multi-university centers that facilitate coordination and resource sharing by senior institutions that provide off-campus services in the region.**

   - **Making recommendations to the Board of Higher Education and senior institutions regarding programmatic priorities, requests for approval of new off-campus units of instruction, and the educational and economic justification of existing off-campus activities.**

3. **Public universities should carry out a rigorous review of off-campus components concurrent with the review of on-campus programs. The Board of Higher Education will also place more emphasis on the review of off-campus activities and will advise the appropriate governing board when units of instruction are no longer educationally or economically justified.**

4. **Independent colleges and universities and out-of-state institutions should carry out a rigorous review of off-campus offerings. The Board of Higher Education will revoke authorizations to operate and/or award degrees if institutions do not continue to meet the criteria for approval.**

5. **Resources being utilized to support off-campus operations at locations that serve small numbers of enrollments should be reallocated when possible to support the operation of multi-university centers. However, colleges and universities should continue to serve employees at their place of employment.**

6. **The Board of Higher Education will periodically collect statewide data on off-campus activities of all colleges and universities operating in Illinois and will share an analysis of those data with all higher education institutions and regional consortia.**

7. **If after several years the Board of Higher Education finds that its policy directions to encourage cooperation among colleges and universities are not effective, then it should undertake an examination of other approaches including the advisability of applying need criteria to private colleges and universities and out-of-state institutions operating in Illinois.**

Telecommunications-Based Instructional Delivery Systems

The only possibility of providing adequate access to higher education programs for certain citizens, businesses, and geographical areas of the state is to capitalize on telecommunications technologies. Telecommunications-based instructional delivery systems can broaden higher

education's services to businesses, elementary and secondary schools, and communities. It can open access to faculty who are currently fully occupied with on-campus assignments, and do so in a cost-effective way. Illinois must move forward in an aggressive way to expand use of telecommunications-based systems.

Community colleges and regional consortia need flexibility in adapting technologies to best address their educational and training priorities. At the same time, it is critically important that local and regional systems be compatible on a statewide basis, and interface with colleges and universities across the state. Compatibility will allow programs to be shared on a statewide basis and will allow colleges and universities to simultaneously serve multiple sites.

Local and regional systems should be building blocks for a statewide telecommunications-based instructional delivery system while being designed to serve local and regional needs. Local and regional resources should be allocated to support the development of telecommunications-based systems. State matching grant allocations should also be provided to support local and regional systems and interfaces with statewide telecommunications capabilities. Efforts must be made to build upon and integrate existing systems such as CONVOCOM and the Central Management Services fiber optic network. Also, Illinois must effectively link its networks with national networks, such as the National Research and Education Network (NREN), consistent with the policy directions recommended by the Illinois Coalition.

It is not enough to provide the technical and organizational framework to ensure a statewide telecommunications network that will support instructional delivery in a quality and cost-effective way. Faculty and students must also be well-positioned to utilize the network. Colleges and universities and regional consortia should support faculty and students in their efforts to effectively utilize telecommunications-based instructional delivery systems by disseminating information about the capabilities of these systems and offering faculty opportunities to learn how to best utilize the available technologies.

The Committee to Study Underserved Areas recommends the following policy directions to capitalize upon capabilities of telecommunications-based instructional delivery systems:

1. **The development of a telecommunications-based instructional delivery system should be a high priority of the Board of Higher Education and Illinois colleges and universities.**

2. **Colleges and universities should employ telecommunications-based instructional delivery systems when it is cost-effective to do so and when instructional quality can be ensured. Colleges and universities should make more extensive use of telecommunications technologies in the future, and in so doing expand access to instructional programs.**

3. **A statewide telecommunications-based network should be developed within the following parameters:**

   (a) **The network design and plan should support the delivery of college and university services to: extension sites and off-campus multi-university centers, elementary and secondary schools, and business and industry training sites. The network should also be capable of delivering community services and utilization by the Cooperative Extension Service.**

   (b) **Telecommunications-based instructional delivery systems should make effective use of existing telecommunications systems including microwave, satellite, and fiber optics.**

(c) **The development of telecommunications-based instructional delivery systems should be coordinated with other telecommunications-based networks (e.g., the statewide Central Management Services network and the National Research and Educational Network).**

(d) **Community college district networks must be compatible with regional networks which must be compatible with statewide networks. An immediate priority is to establish appropriate and efficient interconnection capabilities which assure compatibility across network hierarchies.**

(e) **Local or regional networks which do not provide appropriate and efficient interconnection capabilities to statewide telecommunication systems will not be eligible for HECA matching grants.**

4. **Colleges and universities should ensure effective use of telecommunications-based instructional delivery systems by faculty and students by disseminating information about the capabilities of these systems and providing faculty opportunities and incentives to effectively utilize them.**

APPENDIX I

MEMBERSHIP OF THE COMMITTEE TO STUDY UNDERSERVED AREAS

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APPENDIX II

MATERIALS PRESENTED TO THE COMMITTEE TO STUDY UNDERSERVED AREAS

Illinois Board of Higher Education Reports

An Analysis of Off-Campus Coursework Offered in Illinois, Illinois Board of Higher Education, Item #10, January 8, 1991

Establishment of the Committee to Study Underserved Areas, Illinois Board of Higher Education, Item #11, January 8, 1991

Policies Related to the Review and Approval of Off-Campus Programs of Public Universities, Independent Colleges and Universities, and Out-of-State Institutions, Illinois Board of Higher Education, Item #11, October 3, 1989

Report of the Board of Higher Education Committee to Study Off-Campus Programs, Illinois Board of Higher Education, Item #5, May 1, 1984

State-Funded Programs Serving Underserved Areas, Illinois Board of Higher Education, Item #11, May 7, 1991

Other Materials

Board of Higher Education Responsibilities for the Approval of Off-Campus Programs, Illinois Board of Higher Education Staff Report to the Committee to Study Underserved Areas, Item #2, August 6, 1991

Higher Education Institutions and Programs in the State of Illinois, Illinois Board of Higher Education Staff Report to the Committee Study Underserved Areas, Item #3, April 2, 1991

Letters Regarding Recommendations of the Committee to Study Underserved Areas, Item #3, October 1, 1991

Summary of Testimony Submitted to the Committee to Study Underserved Areas, Illinois Board of Higher Staff Report to the Committee to Study Underserved Areas, July 9, 1991

Telecommunications Based Instructional Delivery Systems, Illinois Board of Higher Education Staff Report to the Committee to Study Underserved Areas, Item #3, August 6, 1991

Testimony Submitted to the Committee to Study Underserved Areas, May 14, 1991

APPENDIX III

FIGURES AND DIRECTORIES PERTAINING TO UNDERSERVED AREAS

Figure A & Key to Figure A	Location of Institutions of Higher Education in Illinois (Excluding the Chicago Area)
Figure B & Key to Figure B	Location of Institutions of Higher Education in the Chicago Suburbs
Directory	Directory of Institutions of Higher Education in the City of Chicago
Figure C	Areas Within a Thirty-Mile Radius of a Public University

Figure A

Location of Institutions of Higher Education in Illinois
(Excluding the Chicago Area)

Key to Figure A

Institutions of Higher Education in Illinois
Excluding the Chicago Area
(Number indicates location on map)

I. Public Universities

1 Eastern Illinois University, Charleston
2 Illinois State University, Normal
3 Northern Illinois University, DeKalb
4 Sangamon State University, Springfield
5 Southern Illinois University, Carbondale
6 Southern Illinois University, Edwardsville
7 University of Illinois at Urbana
8 Western Illinois University, Macomb

II. Public Community Colleges

9 Belleville Area College, Belleville
10 Black Hawk College, Moline
11 Black Hawk College East, Kewanee
12 Danville Area Community College, Danville
13 Frontier Community College, Fairfield
69 Heartland Community College, Normal
14 Highland Community College, Freeport
15 Illinois Central College, East Peoria
16 Illinois Valley Community College, Oglesby
17 Kankakee Community College, Kankakee
18 Kaskaskia College, Centralia
19 Kishwaukee College, Malta
20 Lake Land College, Mattoon
21 Lewis and Clark Community College, Godfrey
22 Lincoln Land Community College, Springfield
23 Lincoln Trail College, Robinson
24 Logan College, John A., Carterville
25 Olney Central College, Olney
26 Parkland College, Champaign
27 Rend Lake College, Ina
28 Richland Community College, Decatur
29 Rock Valley College, Rockford
30 Sandburg College, Carl, Galesburg
31 Sauk Valley Community College, Dixon
32 Shawnee Community College, Ullin
33 Southeastern Illinois College, Harrisburg
34 Spoon River College, Canton
35 State Community College, East St. Louis
36 Wabash Valley College, Mt. Carmel
37 Wood Community College, John, Quincy

III. Private Not-for-Profit Institutions

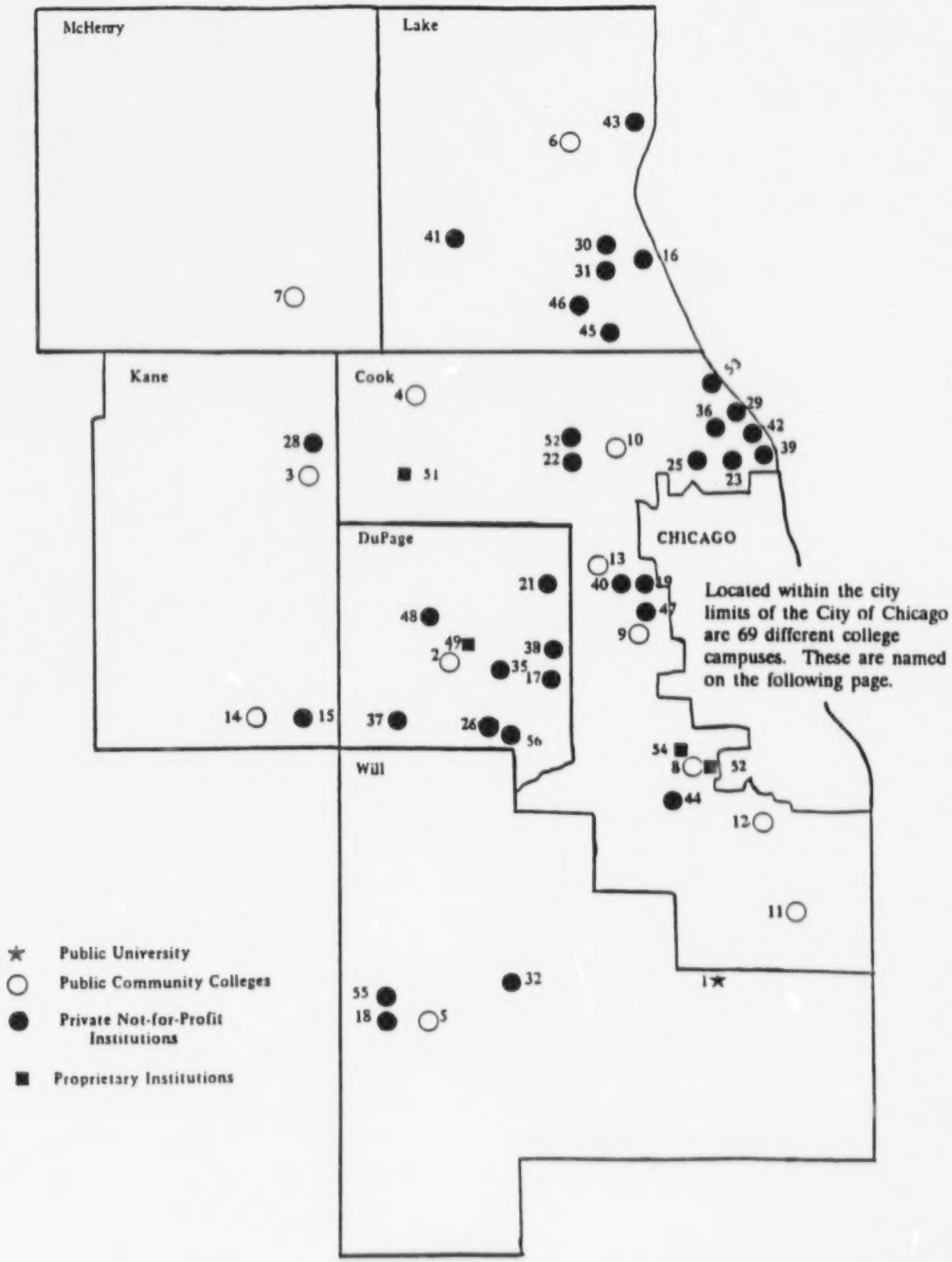
38 Augustana College, Rock Island
39 Blackburn College, Carlinville
66 Blessing-Rieman College of Nursing, Quincy
40 Bradley University, Peoria
41 Eureka College, Eureka
42 Greenville College, Greenville
43 Illinois College, Jacksonville
44 Illinois Missionary Baptist Institute, Washington
45 Illinois Wesleyan University, Bloomington
46 Knox College, Galesburg
68 Lakeview College of Nursing, Danville
47 Lincoln Christian College, Lincoln
48 Lincoln College, Lincoln
49 MacMurray College, Jacksonville
50 McKendree College, Lebanon
51 Mennonite College of Nursing, Bloomington
52 Millikin University, Decatur
53 Monmouth College, Monmouth
54 Morrison Institute of Technology, Morrison
55 Olivet Nazarene University, Kankakee
56 Parks College of St. Louis University, Cahokia
57 Principia College, Elsah
58 Quincy College, Quincy
61 Rockford College, Rockford
62 Springfield College in Illinois, Springfield
67 Saint Anthony College of Nursing, Rockford
65 Saint Francis Medical Center College of Nursing, Peoria
70 St. John's College, Springfield

IV. Proprietary Institutions

63 Gem City College, Quincy
64 Midstate College, Peoria
60 Rockford Business College, Rockford

Figure B

Locations of Institutions of Higher Education
in the Chicago Suburbs



Key to Figure B

Institutions of Higher Education in Illinois
Excluding the City of Chicago
(Number indicates location on map)

I. Public University

1 Governors State University, University Park

II. Public Community Colleges

2 DuPage, College of, Glen Ellyn
3 Elgin Community College, Elgin
4 Harper College, William Rainey, Palatine
5 Joliet Junior College, Joliet
6 Lake County, College of, Grayslake
7 McHenry County College, Crystal Lake
8 Moraine Valley Community College, Palos Hills
9 Morton College, Cicero
10 Oakton Community College, Des Plaines
11 Prairie State College, Chicago Heights
12 South Suburban College of Cook County, South Holland
13 Triton College, River Grove
14 Waubonsee Community College, Sugar Grove

III. Private Not-for-Profit Institutions

15 Aurora University, Aurora
16 Barat College, Lake Forest
17 Bethany Theological Seminary, Oak Brook
56 Chicago College of Osteopathic Medicine, Downers Grove
18 College of St. Francis, Joliet
19 Concordia University, River Forest
21 Elmhurst College, Elmhurst
22 Forest Institute of Professional Psychology, Wheeling
23 Garrett-Evangelical Theological Seminary, Evanston

III. Private Not-for-Profit Institutions (Cont.)

25 Hebrew Theological College, Skokie
26 Illinois Benedictine College, Lisle
28 Judson College, Elgin
29 Kendall College, Evanston
30 Lake Forest College, Lake Forest
31 Lake Forest Graduate School of Management, Lake Forest
32 Lewis University, Romeoville
35 National College of Chiropractic, Lombard
36 National-Louis University, Evanston
37 North Central College, Naperville
38 Northern Baptist Theological Seminary, Lombard
39 Northwestern University, Evanston
40 Rosary College, River Forest
41 The University of St. Mary of the Lake Mundelein Seminary, Mundelein
42 Seabury-Western Theological Seminary, Evanston
43 Shimer College, Waukegan
44 Trinity Christian College, Palos Heights
45 Trinity College, Deerfield
46 Trinity Evangelical Divinity School, Deerfield
47 West Suburban College of Nursing, Oak Park
48 Wheaton College, Wheaton
52 Christian Life College, Mt. Prospect
53 Knowledge Systems Institute, Winnetka
55 Saint Joseph College of Nursing, Joliet

IV. Proprietary Institutions

49 DeVry Institute of Technology, Lombard
51 ITT Technical Institute, Hoffman Estates
54 Northwestern Business College-Southwestern Campus, Palos Hills

Directory of
Institutions of Higher Education in the
City of Chicago

I. Public Universities

Chicago State University
Northeastern Illinois University
University of Illinois at Chicago

II. Public Community Colleges

City-Wide College
Richard J. Daley College
Harold Washington College
Kennedy-King College
Malcolm X College
Olive-Harvey College
Harry S Truman College
Wilbur Wright College

III. Private Not-for-Profit Institutions

Aero-Space Institute
Alfred Adler Institute
American Conservatory of Music
Brisk Rabbinical College
Catholic Theological Union
Center for Psychoanalytic Study
Chicago Baptist Institute
Chicago National College of Naprapathy
Chicago School of Professional Psychology
Chicago Theological Seminary
Chicagoland American Institute of Banking
Columbia College Chicago
DePaul University
East-West University
Illinois College of Optometry
Illinois Institute of Technology
Industrial Engineering College
The Institute of Clinical Social Work, Inc.
The Institute for Psychoanalysis
John Marshall Law School
KAES College
Lexington Institute of Hospitality Careers

III. Private Not-for-Profit Institutions (Cont.)

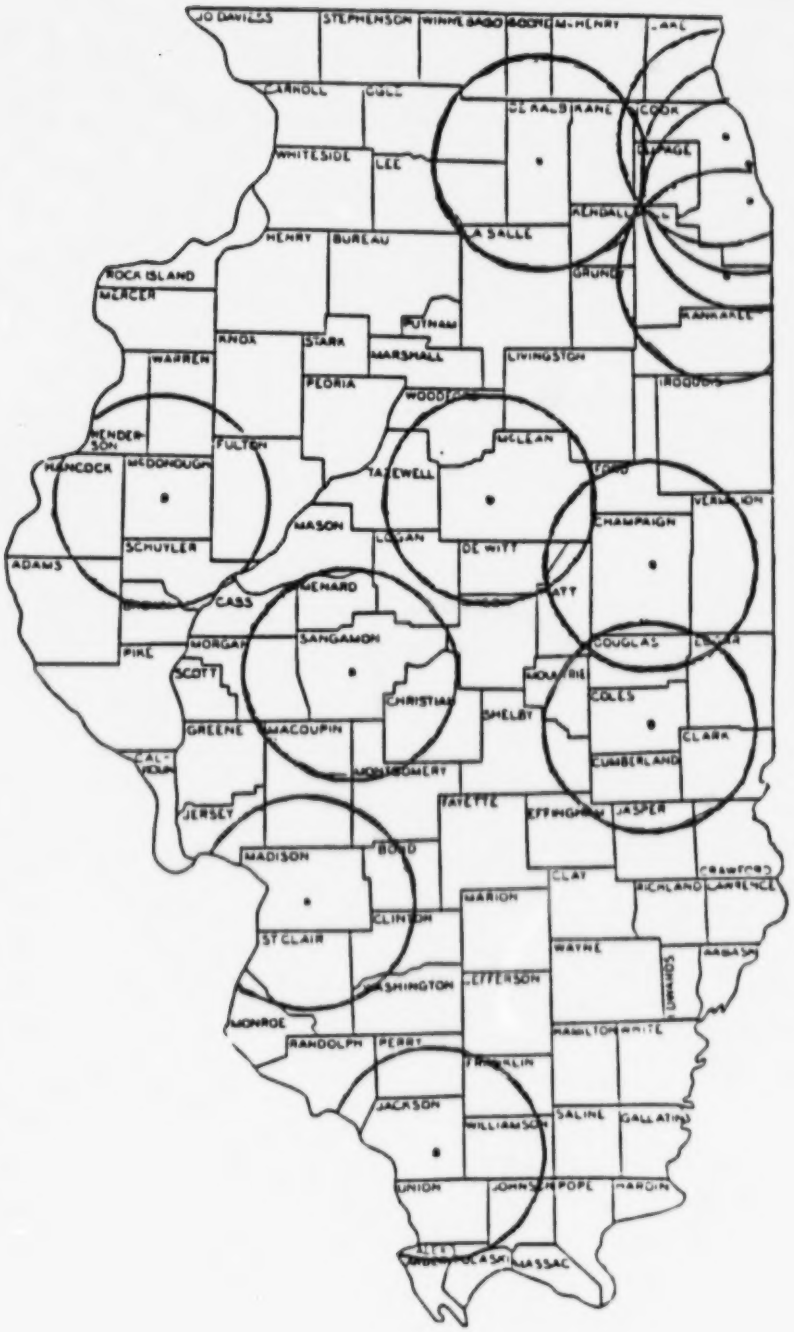
Loyola University of Chicago
Lutheran School of Theology at Chicago
MacCormac Junior College
McCormick Theological Seminary
Meadville-Lombard Theological School
Montay College
Moody Bible Institute
Native American Educational Services, Inc.
North Park College and Theological Seminary
Robert Morris College, Chicago
Roosevelt University
Rush University
Saint Augustine College
Saint Xavier College
School of the Art Institute of Chicago
Dr. William M. Scholl College of Podiatric Medicine
Spertus College of Judaica
Telshe Yeshiva of Chicago
The University of Chicago
University of Health Sciences/Chicago Medical School
VanderCook College of Music

IV. Proprietary Institutions

American Academy of Art
Chicago College of Commerce
The College of Office Technology
Cooking and Hospitality Institute of Chicago
DeVry Institute of Technology-Chicago
Harrington Institute of Interior Design
Illinois Medical Training Center
Illinois School of Professional Psychology
Illinois Technical College, Inc.
International Academy of Merchandising and Design, Limited
Keller Graduate School of Management
Northwestern Business College
Phillips College of Chicago
Ray College of Design
Taylor Business Institute

Figure C

Areas Within a Thirty-Mile
Radius of a Public University



APPENDIX IV

STATE-FUNDED PROGRAMS SERVING UNDERSERVED AREAS

This appendix provides a brief description of the major state-wide programs that have been approved and/or funded by the Illinois Board of Higher Education to address the needs of students living in educationally-underserved areas of the state. Each is described according to its educational services and activities, student clientele, organizational structure, and other distinguishing features. The programs are categorized as centers, consortia, and special purpose programs, although there are significant variations within each type. Some of these programs have been approved but are not yet in operation.

Centers

Multi-University Center at the College of DuPage--This is the only multi-university center currently operating in the Chicago suburbs. The Center was established in 1987 to serve the western suburban region. Illinois Institute of Technology, Northern Illinois University, and University of Illinois were active ... stablishing this center, although IIT now offers coursework at its new DuPage County campus. Through this Center, participating universities coordinate upper-division and graduate courses in engineering, engineering management, computer science, and engineering technology to meet the needs of part-time, placebound students living in the area. In fiscal year 1990, 44 classes were offered at the Center with a course enrollment of 514 students. The Board of Higher Education funds the Center through the Higher Education Cooperation Act.

Northern Illinois University Hoffman Estates Center--This center was established by the Board of Higher Education at its December 1990 meeting. The Center will consolidate existing off-campus programs and courses offered by Northern Illinois University in the North/Northwest suburbs. The Center will be located in the Business Park of the Sears Corporate Headquarters in Hoffman Estates. As planned, the Center will contain 23 classrooms and seminar rooms and will have science and computer laboratories, bibliographic data bases, and telecommunication facilities. Other institutions have also been invited to offer coursework at this site.

During fiscal year 1990, Northern Illinois University offered 187 courses for credit in the five community college districts located in this area. These courses had about 3,000 enrollments and were spread across 21 sites. The University plans to expand course enrollments to meet the training needs of businesses and corporations in selected disciplines such as technology, engineering, computer science, corporate communications, and management information systems. After two years, it is projected that the Center will have a total of 4,000 course enrollments with an additional 4,000 non-credit enrollments (1,000 non-credit enrollments above the current level).

The Center for Advanced Education and Research--The Board of Higher Education approved the establishment of this specialized multi-university center in May 1990. The mission of the Center is to undertake instructional, research, and public service programs at the graduate level in engineering and the sciences. Sponsored programs will build upon the resources and strengths of the corporate community, the Fermi National Accelerator Laboratory and the Argonne National Laboratory, and the major research universities in the Chicago Metropolitan area with science and engineering programs--the University of Illinois, Northern Illinois University, Northwestern University, Illinois Institute of Technology, and the University of the Chicago.

Seminars, workshops and research will be conducted on leading edge topics such as accelerator science, advanced computer systems, applications of synchrotron radiation to physics, materials science, chemistry, biology and medicine. The Center will also sponsor periodic conferences on new developments with the participation of leading national and international authorities. A Council of Vice Presidents from the participating universities will coordinate

education policy for the Center. An Industrial Advisory Board, composed of representatives from suburban corporations that are involved in science and technology research and development, will advise on matters of corporate interest and program development. The University of Illinois will have responsibility for administrative operations.

The Board of Higher Education through the Higher Education Cooperation Act is funding in fiscal year 1991 cooperative studies conducted by the participating universities of the Center in conjunction with businesses and corporations to assess needs in science and engineering and design programs to address the needs that are identified.

Northern Illinois University Rockford Center--The Illinois Board of Higher Education approved in September 1991 the establishment of the Northern Illinois University Rockford Center. The mission of the Center is to offer instructional programming that addresses the needs of part-time, placebound students and to implement applied research projects that meet the economic development needs of the Rockford metropolitan region. The Center will support primarily graduate and professional development programs. Limited undergraduate degree-completion programs will be offered in disciplines not included in the scope and mission of local institutions. Other higher education institutions will be encouraged to offer courses at the Center.

The Center is intended to serve not only the city of Rockford, but the surrounding area encompassing the cities of Freeport, Belvidere, and South Beloit, a metropolitan region with a population of 500,000 people. As planned, the facility for the Center will contain 16 classrooms. The Center will also include a computer laboratory, science laboratories, and learning center and have linkages to bibliographic data bases, library delivery systems, and telecommunication facilities that will enable professors at various campuses to communicate directly with students at the Center.

Off-campus programs currently offered in the Rockford area by the University will be consolidated at the Center. The University has also identified six graduate programs as having significant student demand and economic development potential. These are: computer science, corporate communication, engineering and technology, graduate nursing, public administration, and allied health. Baccalaureate degree-completion programs will also be offered in technology and allied health fields. It is projected that the Center will have 2,800 course enrollments when the planned programs are fully implemented. This represents an increase of 1,000 course enrollments over the University's previous high enrollment mark for the Rock Valley College district.

Quad-Cities Graduate Study Center--The Quad-Cities Graduate Study Center coordinates graduate offerings in the Quad-Cities, a region without a public university. Ten institutions of higher education from Iowa and Illinois support the Center which offers educational programs to citizens of both states. Incorporated in 1969, the Center works with business, community officials, and citizens to identify the needs for educational programs and services. Illinois institutions cooperating with the Center include Augustana College, Bradley University, Northern Illinois University, University of Illinois, and Western Illinois University.

The Graduate Center's offices are located on the Augustana College campus in Rock Island. Programs offered through the Center include master's degrees in business administration, education, English, engineering, law enforcement administration, physical education, and social work. Course enrollments in fiscal year 1989 totalled 5,300 with about 80 percent of these enrollments in the field of education.

Rock Island Regional Undergraduate Center--The Board of Higher Education approved the establishment of the Rock Island Regional Undergraduate Center in 1987 to meet the need for baccalaureate degree-completion programs in the Quad-Cities region. The purpose of the Center is to provide upper-division programs to part-time, placebound students. The Center currently

offers undergraduate programs in accounting, management, applied mathematics and computer science, and elementary education.

Western Illinois University has administrative responsibility for the Undergraduate Center whose main office is located on the Black Hawk College campus. Under a memo of understanding between Western Illinois University and Black Hawk College, the Center has access to facilities, staff, library materials and other services offered at the College. Both institutions have also agreed to coordinate program offerings and avoid duplication in areas of economic development and training. In Spring 1990, 223 students were enrolled in programs offered by the Center.

Graduate Studies Center at Millikin University--The Graduate Studies Center at Millikin University was established in 1972 to offer graduate-level programs in the Decatur area. The Center's office is at Millikin University. Participating institutions of higher education offering coursework include the University of Illinois, Eastern Illinois University, Sangamon State University, and Illinois State University. The Center offers courses year-round, primarily for professionals interested in graduate degrees and continuing education programming. The majority of programs are in the field of education.

Consortia

West Suburban Regional Academic Consortium--The purpose of the consortium is to expand educational opportunities in the western suburbs of Chicago. The consortium is composed of ten higher education institutions that offer educational programs in the region: Aurora University, Chicago College of Osteopathic Medicine, DePaul University, Elmhurst College, Illinois Benedictine College, Illinois Institute of Technology, North Central College, Northeastern Illinois University, Northern Illinois University, and the University of Illinois at Chicago. In recent years, the consortium has undertaken needs assessments of the western suburbs; increased collaboration between member institutions and corporations and corporate associations such as the Corridor Partnership for Excellence in Education, the East-West Corporate Corridor Association and the Valley Industrial Association; and worked to develop common initiatives and linkages among the member institutions such as the transfer of academic credit.

Regional Coalition for the Delivery of Advanced Education--The purpose of the Regional Coalition is to provide educational programming and services to the North/Northwest suburbs of Chicago. Current members of the Coalition include Northeastern Illinois University, College of Lake County, DePaul University, William Rainey Harper College, Oakton Community College, and Roosevelt University. In the past year, the Coalition has sponsored a needs assessment of the North/Northwest suburbs to ascertain program needs. The Coalition is also developing a coordinated plan that will address educational needs in this region and identify ways to effectively share academic support resources as well as involve additional colleges and universities in Coalition activities.

Among current activities that the Consortium is undertaking is the development of a joint schedule of all off-campus, upper-division courses offered in the Oakton, Harper, and College of Lake County community college districts. The purpose of this publication is to inform students of the options available to them in the region and to facilitate their planning and degree-completion efforts. Through the Coalition, DePaul University, Roosevelt University, and Northeastern Illinois University are exploring the coordinated offering of a bachelor of arts degree in social science in the Oakton, Harper and College of Lake County districts. As planned, students would enroll at one of these institutions and receive their social science degree from that institution. However, coursework for the program would be offered by all three institutions throughout the three district area. The Coalition is also examining the potential for consolidating program offerings at a number of central sites in the North/Northwest suburbs, possibly through multi-university centers that would

contain library, laboratory, telecommunications, and student support services that would facilitate program development and delivery in the North/Northwest region of the state.

Special Purpose Programs

Degree Completion Program for Students in the Peoria Area--This program offers selected upper-division programs for part-time, placebound students in Peoria, a region that does not have a public university. The programs are offered by Bradley University in cooperation with Illinois Central College. Students are charged a rate of tuition equal to upper-division charges at public universities. The remaining instructional costs are funded by Bradley University and the Board of Higher Education through the Higher Education Cooperation Act.

This is a pilot project, initiated in the 1991 fiscal year, that is intended to ascertain the interest of area residents in undergraduate degree-completion opportunities. In the first year, programs have been offered in Accounting, Advertising and Public Relations, Manufacturing Engineering Technology, Liberal Studies/Individualized Major, and Elementary Teacher Education. It is projected that between 140 and 180 students will enroll in these courses in the program's first year. The program is expected to reach its target enrollment of 250 part-time students in its second year.

Students applying to this program are considered for admission using the same criteria that apply to other applicants to Bradley University. Once admitted, students receive the same student and academic support services that other Bradley University students receive. Some students participating in the program have been accommodated in existing University courses, especially those with evening sections. New courses and sections have also been added at hours that are convenient to part-time students.

Under a separate component of this program, the Board of Higher Education has funded the Central Illinois Educational Consortium for Economic Development (involving Bradley University, Illinois State University, and Illinois Central College) working with Sangamon State University and Western Illinois University to undertake an analysis of unmet needs for undergraduate and graduate programs in the Peoria region.

Graduate Engineering and Other Program Development in West-Central Illinois - The Board of Higher Education through the Higher Education Cooperation Act is funding collaborative activities of Bradley University, Western Illinois University, and community colleges in the West-Central Illinois region to provide degree completion opportunities and graduate level programming. In particular, efforts have concentrated on expanding engineering programs and on utilizing the educational telecommunication system of the West Central Illinois Educational Telecommunications Corporation (CONVOCOM), which supports the delivery of academic programs to underserved areas in West-Central Illinois via telecommunications technologies.

Development of a Delivery System in Engineering Education--The Board of Higher Education through the Higher Education Cooperation Act is funding a project undertaken by Rock Valley College in cooperation with Northern Illinois University and the University of Illinois to provide a comprehensive delivery system in engineering education for manufacturing firms in the Rockford area. The delivery system will ultimately help manufacturers become more competitive through the training of their employees in new manufacturing technologies. Engineering and technology undergraduate courses, graduate engineering courses, and non-credit workshops and seminars will be among the educational services offered to these firms.

Development and Expansion of Telecommunications Networks and Programs--The Board of Higher Education through the Higher Education Cooperation Act is funding a number of regional telecommunications projects to expand educational services to underserved areas. These projects

include: the development of a microwave telecommunication system by Illinois Central College and Waubonsee Community College; a feasibility study of various technologies (e.g., satellite, fiber optic, and microwave systems) to interconnect local area video networks and to expand access to higher education opportunities on a regional basis; and the development of a system that would enable the Quad-Cities Graduate Study Center to receive televised programming from its member institutions.

Economic Development Outreach Projects--The Board of Higher Education is funding through the Higher Education Cooperation Act a number of projects to expand public service activities to meet the economic development needs of businesses and corporations in underserved areas of the state. Sponsored projects include: the development of an inter-institutional network to provide manufacturing extension services to Southern Illinois; the establishment of a consortium, the Illinois Partnership for Business Development, by higher education institutions serving the Chicago area to aid in business and industrial development; business services and manpower training in the Peoria area provided by the Central Illinois Educational Consortium for Economic Development; and collaborative institutional efforts to expand corporate and community outreach in the Rockford area.